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Transition Report

Submitted by :

The Executive Office of Human Services

Office for Refugees and Immigrants

Regina F. Lee, Director

11/16/90

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OFFICE FOR REFUGEES AND IMMIGRANTS

I. AGENCY INTRODUCTION

A. Mission Statement

The Office for Refugees and Immigrants (ORI) fosters a cooperative relationship between the Commonwealth and its newly arrived residents of foreign origin. An agency within the Executive Office for Human Services, ORI supports programs for refugees and immigrants, acts as their advocate in state government, and coordinates and monitors the activities of the federal and state agencies which serve them.

ORI's primary goal to promote economic self-sufficiency for refugees as quickly as possible after they enter the state. Through federal grants, ORI administers a wide range of assistance, health and education programs carried out by other state agencies. Services include cash and medical assistance, English language instruction, vocational training and placement, health and mental health assistance, and foster care for young refugees who arrive without parents or guardians.

The second goal is to contribute to effective resettlement of all newcomers after they enter Massachusetts. This goal is pursued through a coordinated system of service delivery, in conjunction with appropriate state and local government agencies, voluntary resettlement agencies, refugee mutual assistance associations, and other service providers across the state.

ORI carries out its responsibilities for the management and coordination of the state's refugee and immigrant resettlement program through direct administration, interagency agreements with other state agencies, and subgrant agreements with local units of government and community-based providers. Where services are delivered through other state agencies, ORI's coordinating and oversight role is detailed in agreements with those agencies. In addition, ORI also has the responsibility and authority to work with federal, state and local governments as well as the private sector, to integrate public and private efforts on behalf of newcomer resettlement.

The Director of ORI serves as the State Refugee Coordinator, a federally mandated position, and is assisted by program, administrative and fiscal management staff. In addition, the Office of the Secretary of Human Services provides administrative support to ORI, sufficient for ORI to fully perform its responsibilities. Contracts and interagency agreements are reviewed, approved and co-signed by the Director and the Secretary of Human Services.

ORI is assisted by an advisory council which was established by Governor Dukakis in 1983. The purpose of this Governor's Advisory Council for Refugees and Immigrants is to advise and assist ORI in fulfilling its goals, and to advise the Governor on policy issues affecting newcomers to this state. The Council is composed of persons from the range of ethnic communities, resettlement agencies, as well as other appropriate private and public institutions. Council members are appointed by the Governor to serve one year terms.

B. Agency History and Accomplishments

In 1985, Governor Dukakis, through Executive Order 257 (October 4, 1985), designated the Massachusetts Office of Refugee Resettlement (MORR), as the state agency responsible for developing and administering the refugee resettlement program. In 1987, the Governor assigned MORR the additional responsibilities of developing and coordinating the state's policies and programs affecting immigrants and adminstering the State Legalization Impact Assistance Grant.(SLIAG). To reflect its expanded mission and responsibilities, MORR was renamed the Office for Refugees and Immigrants.

Through Executive Order 257 and the supplemental Executive Order 265, (August 22, 1986), Massachusetts became the first state in the country to commit itself and its resources to the ongoing process of refugee and immigrant resettlement . Since 1985, ORI has accomplished the following:

1. We have welcomed thousands of refugees to Massachusetts, continuing a state tradition begun with the Pilgrims more than 350 years ago. Today, Massachusetts provides a safe haven to almost 50,000 refugees from countries as diverse as the Soviet Union, Ethiopia, Vietnam, Cambodia, Laos, Afghanistan, Czechoslovakia, Poland, Haiti, and Afghanistan. Nationally, Massachusetts ranks among the top ten

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states in refugee resettlement. In FFY 1990 alone, Massachusetts resettled 4300 refugees primarily from the Soviet Union and Southeast Asia. In addition, more than 15,000 immigrants enter the state each year, seeking a better life for themselves and their families.

2. Since 1985, ORI has built itself into a strong and effective agency which coordinates policies, administers programs and provides advocacy on behalf of the state's refugees and immigrants. In 1986, formal plans to insure newcomer inclusion in their programs and activities were developed by nine executive branch agencies: the Departments of Public Welfare, Public Health, Social Services, Mental Health, and the Office for Children, the Executive Office of Communities and Development; the Division of Employment Security and the Office of Training and Employment Policy, and the Executive Office of Public Safety. The result was the 1986 Massachusetts Refugee Service Plan, which was updated in 1989 . ORI works to coordinate and monitor the implementation of these plans, and to assist the agencies in improving their service capacities and accessibility for refugees and immigrants. ORI has served as a model for other states which are now responding to the increasing impact of immigration upon their communities.

3. ORI provides a range of services aimed at effective resettlement and adjustment of newcomers to this state. ORI has provided assistance to move thousands of newcomers toward self-sufficiency by focusing on their desire to build better lives for themselves and their families. Many programs designed by ORI are viewed as national models. On example is the Liberty Cooperative Project, a scalloping vessel owned and managed cooperatively by a group of Vietnamese fishermen who lost their livelihood when the state banned gill net fishing from Boston Harbor. This project was initiated by ORI, and financed by a consortium of state agencies, private foundations, and banks.

4. ORI has developed numerous programs targeted to overcoming linguistic and cultural barriers of specific newcomer sub-groups, such as unaccompanied refugee minors in need of foster care; children of Vietnamese women and American soldiers; Cambodian women faced with domestic violence; former Vietnamese prisoners-of-war, and Southeast Asian teachers who have lost records of their academic credentials. These programs have also received recognition for their innovation and effectiveness.

5. ORI has built a strong network of non-profit providers who are able to respond effectively to the special needs of refugees and immigrants. Since 1985, ORI has assisted in the start-up of 22 refugee self help groups, known as mutual assistance associations (MAAs). ORI is providing strategic planning and technical assistance to 24 newcomer organizations in order to increase their capacity to become more effective service providers and advocacy organizations.

6. ORI has enhanced the awareness and understanding of the Legislature as well as state and local government agencies on issues posed by a changing population, and the need to adopt appropriate polices. In 1990, the legislature mandated ORI to study the impact of newcomers on state services. The report, entitled Through the Golden Door: Impacts of Non-citizen Residents on the Commonwealth, has been well received.

7. ORI has fostered cooperative relationships among state and federal agencies, voluntary resettlement organizations, and refugee mutual assistance association in promoting effective resettlement. ORI participates in regular consultations with the federal Office of Refugee Resettlement and the United States Refugee Coordinator. ORI also convenes quarterly consultations with voluntary resettlement agencies throughout the state.

C. Key Programs

Participants in ORI's programs for refugees are recent arrivals in the United States who have fled persecution in their native countries. ORI provides financial and medical assistance and a wide variety of social services designed to make the refugee self-sufficient as early as possible. Refugee programs are funded entirely by the federal Office of Refugee Resettlement (ORR). Specific programs are generally administered by the appropriate state agency under an agreement with ORI.

Participants in ORI's immigrant programs are recent arrivals in the United States who have come for family reunification, or to fill jobs in certain labor shortage occupations. In addition, ORI provides services to 16,000 aliens who successfully took part in the 1986 federal legalization program. ORI coordinates a major public information effort to reach

those who are eligible for legalization or for state services, arranges for federal reimbursement of state services used by the newly legalized, organizes classes in English and civics, and promotes citizenship awareness and education for eligible immigrants.

A number of state agencies other than ORI offer targeted programs for refugees and immigrants. These include special bilingual programs and ESL education for refugee children administered by the Department of Education; health assessments, education and treatment offered by the Department of Public Health; and federal emergency assistance in school districts impacted by high concentration of refugee children.

A detailed description of these programs is contained in Section III. B.

II. ADMINISTRATIVE MANAGEMENT

A. Legal

ORI's legal mandate is based on the Refugee Act of 1980,and the Immigration Reform and Control Act of 1986 (IRCA). ORI's specific duties and authority for implementing the requirements of the Refugee Act of 1980 and the Immigration Reform and Control Act of 1986 are delineated in Executive Orders 257, 265 and 229.

The recent passage of the Immigration Act of 1990 will affect the number and the composition of immigrants who will be arriving in Massachusetts in the future, and may require ORI to assume new responsibilities.

1. Refugee Act of 1980

The federal Refugee Act of 1980 (Public Law 96-212) provided a definition for the determination of "refugee" status consistent with international law, and established a framework for the selection of refugees for admission to the United States. The United States considers for admission persons of special humanitarian concern who can establish persecution or well-founded fear of persecution on account of race, religion, nationality, membership in a particular social group or political opinion.

The Act also established a national refugee resettlement and assistance policy, providing federal support for all refugees entering the United States for up to three years for cash and medical benefits. Three different federal departments handle refugee entrance and resettlement: the Office of Refugee Resettlement (ORR) in the Family Support Administration of the Department of Health and Human Services, the Bureau of Refugee Programs in the State Department,and the Immigration and Naturalization Service (INS) in the Justice Department.

Under the Act, states have key responsibilities in planning, administering and coordinating refugee resettlement activities. States administer cash and medical assistance, social services, targeted assistance , and aid to unaccompanied refugee children. The state submits a plan that describes the nature and scope of the program; designates a state agency to administer the plan, and names a refugee coordinator who will ensure the coordination of public and private refugee resettlement resources in the

state. As established in executive Orders 257 and 265, the Director of ORI is the State Refugee Coordinator who is appointed and serves at the pleasure of the Governor.

ORR is authorized by the Act to reimburse states for 100 percent of the costs of providing cash and medical assistance (RCMA) to refugees for up to three years after the refugee's arrival.[1] ORR also provides funding to states for a broad range of social services to refugees, including any service which is allowable in a state's plan under Title XX of the Social Security Act, plus services allowed by ORR such as English language training, job development and placement, career counseling, vocational training, day care to permit parents to attend training programs, and translation and interpreter services.

However, federal assistance is provided only "to the extent of available appropriations" (8 U.S.C. 1522a). This has caused reductions in ORR's reimbursements to states, as the reimbursement period for eligible refugees has been decreased over the past five years from 24 months to 4 months for "categorical" refugees who qualify for programs such as AFDC, Medicaid, SSI, Food Stamps, and General Relief, and from 36 to 12 months for "noncategorical" refugees who do not qualify for the above programs but are needy. The result is that states are now bearing an ever increasing fiscal burden in providing essential services.

2. Immigration Reform and Control Act of 1986

The Immigration Reform and Control Act of 1986 (Public Law 99-603) was the most comprehensive reform of immigration laws enacted since 1952. It was designed to control illegal immigration, and to regain control of the nation's borders. It established employer sanctions for hiring undocumented aliens. It also provided a one-time amnesty to allow certain undocumented aliens and seasonal agricultural workers (SAWs) to apply for permanent resident status.

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[1] Under the Refugee Act of 1980, appropriations for refugee assistance and domestic resettlement were made for three years. In 1982 and 1986, Congress extended authorization of appropriations through the Refugee Assistance Amendments (P.L. 97-363) and the Refugee Assistance Extension Act (P.L. 99-605). FY 91 was funded through a continuing resolution (P.L. 101-908).

The legalization process for the amnesty group has two phases. During Phase I, eligible aliens who resided in the United States continuously since before January 1, 1982 had one year to apply for temporary resident status (May 1987 to May 1988). In Phase II, after the person has been granted temporary residence and has resided in the United States for 18 months, he or she is permitted two years to apply for permanent residence. Before permanent residency can be granted, the applicant must demonstrate a minimal understanding of English and U.S. history and government.

To minimize impact on U.S. taxpayers and to prevent reduction of benefits to disadvantaged citizens, the newly legalized aliens are temporarily disqualified from federal programs based on financial need. However, IRCA authorized State Legalization Impact Assistance Grants (SLIAG) to reimburse states for assistance to the newly legalized aliens during the five year period they are ineligible for federal aid. The grants reimburse certain costs for public assistance, public health, and education. SLIAG is a four year $4 billion program, with a seven year spending cycle, designed to allow for the anticipated higher demand for assistance in later years of the program. States have until September 30, 1994 to spend funds made available in 1988-91.

States are also authorized by ORR to spend up to $100,000 from its SLIAG funds for outreach to temporary resident aliens, and up to $100,000 to provide employment-related anti-discrimination education

3. Immigration Act of 1990

On October 28, 1990 Congress passed the Immigration Act of 1990, which was subsequently signed into law by President Bush. This law increases the number of immigrants allowed into the United States. It maintains an emphasis on family sponsored immigration, but grants more visas for skilled workers and creates a new visa category for "diversity immigrants". Significant other provisions include temporary safe haven for Salvadorans and others fleeing areas of civil strife, and codification of the Family Fairness Program. Several provisions will have specific impacts in Massachusetts:

a. Approximately 20,000 to 25,000 undocumented Salvadoran nationals residing in Massachusetts will be eligible for temporary protected status and work authorization for 18 months. Eligible applicants must register with the INS beginning January 1, 1991 and ending June 30, 1991.

b. For three years, 40,000 "diversity transitional visas" will be available each year for nationals of adversely affected countries. Many beneficiaries of this provision will be undocumented Irish and Polish immigrants. Community organizations have estimated that the largest population of undocumented Irish immigrants reside in the Boston area.

c. The Family Fairness Program will grant temporary stay of deportation and work authorization to spouses and unmarried children of newly legalized aliens who entered the United States prior to May 5, 1988. Massachusetts has approximately 16,000 newly legalized aliens.

d. The deadline for each lawful temporary resident alien to file for permanent residency has been extended by one year. This extension will allow the 16,000 newly legalized aliens in Massachusetts more time to complete permanent residency applications, which may eventually lead to U.S. citizenship.

e. The law substantially increases the number of family and employer sponsored visas to a total of 605,000 annually for FFY 1992 to 1994, and 620,000 thereafter. Massachusetts which has received over 200,000 legal immigrants since 1975 will continued to receive newcomers who arrive to this state to join other family members or to work. In the past, newcomers arrive to Massachusetts from over 20 different countries. Portugal, Brazil, Vietnam, the Dominican Republic, China, and Haiti will continue to send large numbers of immigrants to the Commonwealth.

f. The law provides for the admission of 1,000 Tibetans now living in exile. Massachusetts is one of the two identified "cluster sites" for their resettlement.

4. Executive Orders 257, 265 and 229

Executive Orders 257 and 265 establish the refugee policy for the Commonwealth and designate ORI as the state agency with responsibility for refugee affairs. ORI shall coordinate and monitor services for refugees provided by other agencies, act as an advocate for their well-being, promote the goals of refugee resettlement, and enhance pubic understanding and receptivity regarding resettlement. Certain designated state agencies were required to conduct refugee needs assessments and service plans that ensure the delivery of services to all refugees. In addition, state agencies were prohibited from conditioning benefits and services on the basis of citizenship or residency status, unless required to do so by federal law.

Executive Order 229 created an advisory council to advise and assist ORI on issues of refugee community concerns, including needs, quality of services and accountability. The Council was charged with the additional responsibility of submitting an annual report to the Governor of its findings and recommendations.

5. Pending Lawsuits and Consent Decrees

None.

B. Fiscal

1. Budget Summary

The Office for Refugees and Immigrants is funded entirely by federal grants from the Department of Health and Human Services, Family Support Administration, Office of Refugee Resettlement (DHHS/FSA/ORR).

Our federal grants include formula, discretionary and reimbursement grants. For State FY '91 we expect to receive about $20,466,000 in federal funds through our accounts and related allocation accounts. This is about $5M to $10M less than in comparable prior years due to federal reduction in support for the Refugee Assistance Program. A full description of this problem is provided at Section III. D. of this report.

In this section we provide an account by account "Budget Summary FY '88 - FY '91". The budget summary is truthful and accurate but does not provide a full picture of ORI's funding or spending. Therefore, it is essential for the reader to review the following page entitled EXPLANATORY NOTES TO THE BUDGET SUMMARY.

EXPLANATORY NOTES FOR BUDGET SUMMARY FY '88 - FY '91

1. For all accounts, the source of data provided is the Massachusetts Management, Accounting and Reporting (MMARS) System 341A Report.

2. The MMARS 341A Reports for ORI accounts reflect only a minor portion of ORI federal funding and ORI program costs. The majority of our programs are implemented via Interdepartmental Service Agreements (ISAs) between ORI and each state agency legislatively mandated to provide a given type of service. For example, the Department of Social Services is responsible for foster care. Consequently, it administers the foster care program for Unaccompanied Refugee Minors (URMP) supported by grant funds awarded to ORI of approximately $1,600,000. per year.

In accordance with the requirements of the Comptroller, ORI establishes an allocation (child) account of the pertinent ORI federal grant (parent) account for each program. ORI provides payments or direct draws of federal grant funds to these allocation accounts for the costs of each agency providing services. As of November 15, 1990, ORI's current ISAs total $19,873,790.

For further explanation and listing of ORI Interdepartmental Agreements, please refer to Section II.D. of this report.

3. Accounts 4000-0802 and 4000-0803 are to be closed in FY '91. They have been replaced by accounts 4000-0805, 4000-0806 and 4000-0807.

4. The MMARS 341A report is extremely reliable. Yet, due to the nature of ORI's funding, several anomalies appear in our accounts. For example, in FY '88 MMARS 341A accurately reports a zero appropriation plus a reversion of $1,078,628. for account 4000-0807. This account was established with a zero appropriation in preparation for receipt of the new State Legalization Impact Assistance Grant (SLIAG). When ORI successfully identified $1,078,628. in SLIAG federal reimbursement, the funds were drawn to the account and reverted to the General Fund.

5. We will welcome an opportunity to provide a more detailed briefing on ORR's funds and accounts.

BUDGET SUMMARY FY'88-FY'91
AGENCY: EXECUTIVE OFFICE OF HUMAN SERVICES/OFFICE OF REFUGEES AND IMMIGRANTS

ACCT. NAME, ACCT. NUMBER	FY'88 APPROP	FY'88 REVERSIONS/ SAVINGS	FY'88 SPENDING	FY'89 APPROP	FY'89 REVERSIONS/ SAVINGS	FY'89 SPENDING	FY'90 ORIGINAL APPROP	FY'90 REVERSIONS/ SAVINGS	FY'90 SPENDING	FY'91 APPROP	FY'91 SAVINGS	FY'91 AVAILABLE	VARIANCE FY'91 AVAIL -FY'88 APPROP
APPROPRIATIONS													
4000-0802	1,259,225	N/A	1,259,225	0	0	0	0	0	0	0	0	0	(1,259,225)
4000-0803	175,000	N/A	173,426	0	0	0	0	0	0	0	0	0	(175,000)
4000-0804	884,758	N/A	661,247	1,249,087	N/A	1,105,327	1,088,319	N/A	476,368	965,759	N/A	965,759	121,181
4000-0805	0	0	0	364,626	N/A	284,368	334,362	N/A	303,619	351,080	N/A	351,080	351,080
4000-0806	0	0	0	1,360,719	N/A	887,747	3,059,726	N/A	949,305	996,770	N/A	996,770	996,770
4000-0807	0	1,078,628	0	955,755	1,022,367	502,841	1,026,292	N/A	484,338	618,554	N/A	618,554	618,554
4000-9000	1,537,398	N/A	123,469	1,529,789	N/A	70,181	1,459,608	N/A	1,130,248	329,360	N/A	329,360	(1,208,038)
4000-9010	0	0	0	0	0	0	801,941	N/A	176,099	625,842	N/A	625,842	625,842
TOTAL APPROPRIATIONS													
RETAINED REVENUE	N/A												
TOTAL RETAINED REVENUE													
TOTAL APPROP. + RET. REVENUE	3,816,201	1,078,628	2,217,367	5,459,976	1,022,367	2,805,464	7,770,248	N/A	3,519,977	3,887,365	N/A	3,887,365	71,164

FEDERAL FUNDS

LIST AND DESCRIBE BRIEFLY ALL FEDERAL FUNDS RECEIVED BY YOUR AGENCY IN FY'91 AND PROJECTED FY'92 FEDERAL FUNDING

NAME OF GRANT	FY'91	FY'92 PROJECTED	BRIEF DESCRIPTION
Targeted Assistance Grant			
1. Counties	$648,987 .	$648,987.	The Refugee Targeted Assistance Grant provides employment and training services to refugees residing in Middlesex and Suffolk Counties. The FFY 90 award of $648,987 will be used in State FY'91 and 92. We anticipate level funding for FFY 91. Additionally we received two special awards totalling $900,000. to assist Lowell Public Schools respond to needs of increasing members. Of these two, we do not anticipate receiving a second Dire Need award ($500,000) but hope to receive a second High Impact Area award for Lowell ($400,000.) in FFY 91.
2. Dire Needs	$500,000.	$ -0-	
3. High Impact Area	$400,000.	$400,000.	
TOTALS	$1,548,987.	$1,048,987.	

FEDERAL FUNDS

LIST AND DESCRIBE BRIEFLY ALL FEDERAL FUNDS RECEIVED BY YOUR AGENCY IN FY'91 AND PROJECTED FY'92 FEDERAL FUNDING

NAME OF GRANT	FY'91	FY'92 PROJECTED	BRIEF DESCRIPTION
Social Services Grant	$2,538,626.	$2,538,626.	The primary program under the Refugee Social Services Grant is the Refugee Education and Employment training. The second program assists the development of individual and community self-sufficiency through Refugee Mutual Assistance Associations.
TOTALS	$2,538,626.	$2,538,626.	

FEDERAL FUNDS

LIST AND DESCRIBE BRIEFLY ALL FEDERAL FUNDS RECEIVED BY YOUR AGENCY IN FY'91 AND PROJECTED FY'92 FEDERAL FUNDING

NAME OF GRANT	FY'91	FY'92 PROJECTED	BRIEF DESCRIPTION
Refugee Cash and Medical Assistance Grant	$13,849,549	$13,849,549	This grant is designed to provide transitional assistance to newly resettled refugees while they regain their self-sufficiency. The amount of the final grant award each federal fiscal year is contingent on federal funds available. The State may receive reimbursement for its allowable costs of cash and medical assistance to eligible refugees and related administrative costs up to the total awarded.
TOTALS	$13,849,549.	$13,849,549.	

FEDERAL FUNDS

LIST AND DESCRIBE BRIEFLY ALL FEDERAL FUNDS RECEIVED BY YOUR AGENCY IN FY'91 AND PROJECTED FY'92 FEDERAL FUNDING

NAME OF GRANT	FY'91	FY'92 PROJECTED	BRIEF DESCRIPTION
State Legalization Impact Assistance Grant	$3,405,227. EST.	$3,405,227 EST.	This program reimburses states for some of the associated costs due to the legalization of aliens under the federal amnesty provision of the Immigration Reform and Control Act of 1986. The final amount of the funds for each federal fiscal year is contingent on three factors: 1. Availability of federal funds and 2. Massachusetts percentage of legalized aliens nationwide and 3. federal approval of the methodologies used to identify state costs for this population.
TOTALS	$3,405,227.	$3,405,227.	This program continues through 1994.

C. Personnel

See attached forms for FTE and Affirmative Action summaries

EOHS TRANSITION DOCUMENT
PERSONNEL FORM #1

AGENCY: OFFICE FOR REFUGEES AND IMMIGRANTS

CONTACT: REGINA F. LEE, DIRECTOR

These positions are already included in the figures for the office of the secretary of human services.

STATE POSITIONS

7/1/88				7/1/89				7/1/90				10/31/90				PROJECTED 12/31/90			
# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's
0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

FEDERAL POSITIONS

7/1/88				7/1/89				7/1/90				10/31/90				PROJECTED 12/31/90			
# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's
13	13	0	26	12	14	0	26	9	16	1	26	11	13.9	1	25.9	11	13.9	1	25.9

TOTAL POSITIONS

7/1/88				7/1/89				7/1/90				10/31/90				PROJECTED 12/31/90			
# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's	# MGMT FTE's	# ADMIN FTE's	# DIR CARE FTE's	TOTAL FTE's
13	13	0	26	12	14	0	26	9	16	1	26	11	13.9	1	25.9	11	13.9	1	25.9

EOHS TRANSITION DOCUMENT
PERSONNEL FORM #2

AGENCY: OFFICE FOR REFUGEES AND IMMIGRANTS

CONTACT: REGINA F. LEE, DIRECTOR

	# LAID OFF PEOPLE 7/1/90 TO 12/31/90			# LAID OFF FTE's 7/1/90 TO 12/31/90			# ATTRITTED 7/1/90 TO 12/31/90			# FTE NET CHANGE 7/1/90 TO 12/31/90		
	STATE	FEDERAL	TOTAL	STATE	FEDERAL	TOTAL	STATE	FEDERAL	TOTAL	STATE	FEDERAL	TOTAL
MANAGERS	0	0	0	0	0	0	0	0	0	0	2	2
DIRECT CARE	0	0	0	0	0	0	0	0	0	0	0	0
ADMINISTRATION	0	-1	-1	0	-1	-1	0	-1.1	-1.1	0	-2.1	-2.1
TOTAL:	0	-1	-1	0	-1	-1	0	-1.1	-1.1	0	-0.1	-0.1

EOHS TRANSITION DOCUMENT
AFFIRMATIVE ACTION PERSONNEL FORM

AGENCY: OFFICE FOR REFUGEES AND IMMIGRANTS

CONTACT: REGINA F. LEE, DIRECTOR

1990

	ASIAN 10/31/90			HISPANIC 10/31/90			BLACK 10/31/90			WHITE 10/31/90			TOTAL 10/31/90		
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL
MANAGERS	1	3	4	0	1	1	1	0	1	3	2	5	5	6	11
DIRECT CARE	0	0	0	0	0	0	0	0	0	0	1	1	0	1	1
ADMINISTRATION	0	2	2	0	0	0	0	2	2	1	11	12	1	15	16
TOTAL:	1	5	6	0	1	1	1	2	3	4	14	18	5	17	28

1988

	ASIAN 7/1/88			HISPANIC 7/1/88			BLACK 7/1/88			WHITE 7/1/88			TOTAL 7/1/88		
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL
MANAGERS	2	2	4	0	1	1	0	0	0	4	4	8	6	7	13
DIRECT CARE	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
ADMINISTRATION	0	1	1	0	2	2	0	1	1	1	8	9	1	12	13
TOTAL:	2	3	5	0	3	3	0	1	1	5	12	17	5	16	26

D. Interdepartmental Service Agreements, Subgrants and Contracts

1. Types of Agreements and Contracts, Dollar Amounts

a. Interdepartmental Service Agreements

ORI's major refugee and immigrant services are provided through Interdepartmental Service Agreements (ISAs) with state agencies mandated to provide each service. These include Refugee Cash and Medical Assistance (RCMA) administered by the Welfare Department, the Refugee Education and Employment Program (REEP) administered by the Department of Employment and Training, and Adult Education administered by the Department of Education. A complete list is provided later in this section. Current ISA obligations total $19,873,790. Note that the ISA term in some cases crosses state fiscal years.

See list on following page.

ORI INTERDEPARTMENTAL SERVICE AGREEMENTS
MONTHLY STATUS REPORT NOVEMBER 1990

DEPT/AGENCY Service	AMEND Y/N	DURATION Dollar Amount	PROGRAM DESCRIPTION	PARENT ACCOUNT
Dept. of Employ. $ Train. REEP	Y	07/01/90 to 06/30/91 ($2,075,000)	Refugee Education Employment Program, ESL, Job Placement, Training	4000-0805
Dept. of Public Health (Women's Health)	N	07/01/90 to 06/30/91 ($71,777,17)	Program specifically designed to help refugee women gain access to mainstream public health services and address needs related to child and pre-natal care, abuse, etc.	4000-0805
Dept. of Public Health (SLIAG)	N	10/01/90 to 09/30/91 ($78,073.00)	Coordination of DPH Programs reimbursable under SLIAG Grant.	4000-0807
Dept. of Public Health (Planner Education)	N	10/01/90 to 09/30/90 ($30,423,00)	Planning activity to increase Refugee access to health care.	4000-9010
Dept. of Public Health (Disease Control)	N	09/15/90 to 06/30/91 ($18,824.00)	Partial funding of Refugee Regional Coordinator for Disease Control.	4000-9010
Dept. of Social Services (URMP)	N	10/01/90 to 09/30/91 ($1,984,550)	Foster and Group Care for unaccompanied Refugee minors.	4000-0806
Dept. of Public Welfare (RCMA)	N	07/01/90 to 06/30/91 (13M est.)	Refugee Cash and Medical Assistance.	4000-0806

DEPT/AGENCY Service	AMEND Y/N	DURATION Dollar Amount	PROGRAM DESCRIPTION	PARENT ACCOUNT
DOE (SLIAG-Adm. & Program)	N	01/01/90 to 03/31/91 ($2,405,043)	Adult Education-State Legalization Impact Assistance Grant.	4000-0807
DOE/Literacy (Citizenship)	N	07/01/90 to 06/30/91 ($180,100.)	Special Citizenship Education Project operated by Commonwealth Literacy Campaign for ORI.	4000-9010
DOE/Literacy (Citizenship/ General Campaign)	Y	07/01/90 to 06/30/91 ($30,000)	Commonwealth Literacy Campaign Refugee/Immigrant Services base costs.	4000-9010

b. Subgrants

A special employment program for refugees in Suffolk and Middlesex Counties, the Targeted Assistance Grant, is administered via sub-grants to the cities of Boston, Chelsea, and Lowell and the Middlesex County Commissioner's Office. Further details are provided later in this section. We also fund a small sub-grant for the City of Quincy. Current sub-grant obligations total $1,520,138. Again, the term in some cases crosses state fiscal years.

See list on following page.

ORI SUBGRANTS (NOVEMBER 1990)

Grantee	Duration	Program Description
Middlesex County (VII) Commissioners Office	10/01/90 to 03/14/92 ($51,378.00)	Vocational Training, Job Placement
City of Boston (VII)	10/01/90 to 03/14/92 ($251,681.00)	Vocational Training, Job Placement
City of Chelsea (VII)	10/01/90 to 03/14/92	Vocational Training, Job Placement
City of Lowell (VII)	10/01/90 to 03/14/92 ($219,551.00)	Vocational Training, Job Placement
City of Lowell	FY'91 ($500,000.)	Dire Needs Supplemental funds to Lowell Public Schools.
City of Lowell	FY'91 ($400,000.)	High Impact Area Program funds to Lowell Public Schools.
City of Quincy	10/15/90 to 06/30/91 ($3,600.)	ESL to Asian Refugees residing in Quincy Public Housing.

c. Contracts

For FY '91 ORI plans to execute 47 contracts totalling $541,250. These contracts fall in two categories:

i) Support Services for ORI: Three (3) current contracts, total obligation $25,750.

Types: Temporary clerical; Translators; Travel reimbursement for unpaid appointed advisory council members. All three contracts are utilized only on an as needed basis. Any unspent obligated funds remain available for refugee program future use. Also, we anticipate receiving federal funding of approximately $30,000. for a consultant to assist in the planning of the Key State Initiative. This will mean a fourth contract in this category.

ii) Program Contracts: Total of 43 contracts planned, total obligation $485,500.

All contracts in this category are for services that cannot be provided by ORI staff. In some cases, contracting with a specific agency or category of agencies is required by our federal funders. The contracts support the following programs which are fully described in III.B.

- Vietnamese Re-education Camp Detainee Project

- Community Development Program for Refugee Mutual Assistance Associations

- Community Development Program for Immigrant Self-Help Organziations

- SLIAG Phase II Outreach Project and Anti-Discrimination Project

A list of contracts follows.

2. List of Contracts for FY 1991

a. Support Services for ORI

Dollars: $25,750 to $55,750 ($30,000 pending federal approval)
Contracts: 3 Open Orders, 1 Vendor Specific (planned).
Type:

- Temporary Clerical
  In accordance with State Master Service Agreement with Temporary Clerical Services, ORI contracts with a prior approved state temporary clerical vendor for support to ORI, as needed for office operations due to staff turnover, vacancies, etc. The specific vendor is noted herein, with name, dollar amount and period of performance. We anticipate reducing the amount of the contract in the near future.

  1. Office Specialists $18,750 7/1/90-6/30/91

- Translators
  In accordance with state rates (set by the Rate Setting Commission) for translation services, ORI has an open order for $5,000 to be utilized for various translators, as needed, for refugee services, public hearings, etc.

- Travel - Governor's Advisory Council for Refugees and Immigrants (GAC)
  In accordance with state rates for travel expenses within the Commonwealth, an open order contract for $2,000 is used to reimburse GAC members for travel expenses to and from the Statehouse for monthly meetings.

- Pending
  As explained above, ORI anticipates federal approval for a planning consultant for the "Key State Initiative." Upon approval, we will develop a vendor specific contract for approximately $30,000.

b. Program Contracts

i) VIETNAMESE RE-EDUCATION CAMP DETAINEE PROJECT

Dollars: $26,000 total
Contracts: 1 Vendor Specific
Type:

- Program Coordinator/Developer
  A federal grant for specialized services to refugees who are former reeducation camp detainees from Vietnam was awarded to Massachusetts to assist 21 families with total of 78 individuals, with various human service needs. The following Vietnamese community organization is the group approved by our federal funders:

  1. Vietnamese Amer. Civic Assoc. $26,000 11/1/90-9/30/91

ii) COMMUNITY DEVELOPMENT FOR REFUGEE MUTUAL ASSISTANCE ASSOCIATIONS (MAAs)

Dollars: $210,000 total

Contracts: 13 Vendor Specific, 2 Open Order

Type:

- Program Planners

  Following an open and competitive Request for Proposals (RFP) process, the following nine (9) non-profit Refugee Mutual Assistance Associations (MAAs) of Massachusetts were selected for assistance for their internal `core support' operations. These agencies have small budgets, usually under $100,000, and staff two to five paid employees on average. The dollars to support these contracts are from a specific federal set-aside for this purpose. The contracts noted herein list the MAA, dollar amount of contract and period of performance:

1. Cambodian Community of Mass.	$18,453	8/1/90-6/30/91
2. Cambodian MAA of Gr. Lowell	$15,866	8/1/90-6/30/91
3. Cambridge Haitian Amer. Assoc.	$17,704	8/1/90-6/30/91
4. Ethiopian Community MAA	$16,205	8/1/90-6/30/91
5. Ethiopian Family Center	$17,716	8/1/90-6/30/91
6. Laotian American Association of Greater Lowell	$17,584	8/1/90-6/30/91
7. League of Haitian Families	$19,594	8/1/90-6/30/91
8. Vietnamese Amer. Civic Assoc.	$19,210	8/1/90-6/30/91
9. Vietnamese Community Devel. Inc.	$17,347	8/1/90-6/30/91
Subtotal:	$159,679	

- Program Coordinators/Developers

  Four (4) new Refugee Mutual Assistance Associations (MAAs), to be identified, shall be assisted with federal set-aside dollars for MAAs in Massachusetts. The four (4) contracts shall total $40,000. Each of the four (4) new groups shall receive up to $10,000 to conduct a needs assessment/survey of the refugee population to be served. The new groups to be identified include Soviet Jews and Soviet Pentecostals residing in the North Shore area of MA and Cambodians in Western MA. One (1) contract has been executed as of 11/15/90:

  10. Cambodian MAA Hampden County $10,000 11/15/90-6/30/91
  11., 12., 13.: Pending

- Accounting

  Open Order Contracts totalling $5,000 for Accounting services to MAAs across Massachusetts. Several different Accountants will be selected by ORI. Each individual or firm will sign a contract under this open order for the specific services to be rendered to the MAA to be served. The services are intended to assist MAAs to establish acceptable accounting and bookkeeping procedures.

- Management Consultants

  Open Order Contract totalling $5,000 for Management training to Refugee MAA Executive Directors and Board members in non-profit management and operations. Bi-lingual, bi-cultural management consultants shall be identified for such services. Each will sign a contract for specific services to be rendered under this open order.

iii) COMMUNITY DEVELOPMENT PROGRAM FOR IMMIGRANT SELF-HELP ORGANIZATIONS

Dollars: $138,500 total

Contracts: 12 Vendor Specific, 2 Open Orders.

Type:

- Program Planners

  Following an open and competitive Request for Proposals (RFP) process, the following seven (7) non-profit organizations were selected for assistance to their internal 'core support' operations. The contracts noted herein list the organization's name, dollar amount of contract and period of performance.

1. Centro Las Americas	$17,000	9/17/90-6/31/91
2. Centro Presente	$15,000	9/17/90-6/31/91
3. Dorchester Asian Youth	$13,400	9/17/90-6/31/91
4. International Inst. of Lowell	$14,000	9/17/90-6/31/91
5. New North Citizens Council	$10,000	9/17/90-6/31/91
6. Org. & Leadership Training Center	$14,000	10/10/90-6/31/91
7. Polish Social Cultural Assoc.	$ 6,500	9/17/90-6/31/91
Subtotal	$89,900	

- Program Coordinators/Developers

  Five (5) new immigrant organizations, to be identified, shall conduct needs assessments/surveys of the immigrant population to be served. The five (5) contracts shall total $25,000. Each of the five (5) immigrant organizations shall receive up to $5,000. The immigrant groups to be identified include Brazilian, Chinese, Cambodian, Cape Verdean, and Haitian. The organization's name, dollar amount of contract and period of performance of three (3) of the five (5) organizations identified are noted herein:

8. Brazilian Alliance	$5,000	11/01/90-6/31/91
9. Cambodian MAA of Hampden Cnty	$5,000	11/15/90-6/31/91
10. Chinese Progressive Assoc.	$5,000	11/01/90-6/31/91

11., 12.: Pending

- Management Consultants

  Open Order Contract totalling $5,000 for management and operations training to Immigrant Agency Executive Directors and Board members. Bilingual, bicultural management consultants shall be identified for such services. Each will sign a contract for specific services to be rendered under this open order.

- Translators

  In accordance with State rates (set by the Rate Setting Commission) for translation services, ORI has an Open Order for $6,000 to be utilized for various translators, as needed, for immigrant services, public hearings, etc.

iv) STATE LEGALIZATION IMPACT ASSISTANCE GRANT(SLIAG)
PHASE II OUTREACH AND ANTI-DISCRIMINATION PROJECTS

Dollars: $111,000

Contracts: 11 Vendor Specific, 1 Open Order.

Type:

- Advertising/Media Services

In accordance with State procedures, regulations and bulletins related to sound business practices for review of qualifications of organizations or individuals to assist immigrant populations, ORI shall contract with several vendors for radio and television services in two (2) specific project areas. The first project is Phase II of the federal Amnesty program for temporary legal residents. The second project is an Anti-Discrimination Campaign to reduce employment discrimination related to the Immigration Reform and Control Act (IRCA). The breakdown is noted herein by project, dollar amount of contract and period of performance. To date vendors have not been selected.

Phase II Outreach Project: Cost shall include vendor hiring of talent, production, direction and copy of 60 second public service announcements (PSA) in several languages.

1. Media Services/Radio	$7,000	12/90-6/31/91
2. Media Services/Television	$17,500	12/90-6/31/91

Anti-Discrimination Project: Cost shall include vendor hiring of talent, production, direction, and copy of 60 second public service announcements (PSA) in several languages.

3. Media Services/Video	$20,000	12/90-6/31/91
4. Media Services/Radio	$10,000	12/90-6/31/91
5. Media Services/Television	$15,000	12/90-6/31/91

- Program Coordinators/Developers

  Following an open and competitive Request for Proposals (RFP) process, up to six (6) non-profit organizations shall be selected for anti-discrimination education regarding unfair unemployment practice. The six (6) contracts shall total $41,500 of which each of the non-profit organizations shall receive up to $7,000. To date, no contracts have been completed/executed for these services.

- Translators

  In accordance with State rates (set by the Rate Setting Commission) for translation services, ORI has an Open Order for $6,000 to be utilized for various immigrant translation services, as needed.

3. Major RFPs for FY 1992

ORI conducted an open and competitive Request for Proposals (RFP) process in FY '91 for refugee and immigrant community development programs. The RFPs were designed to assist selected groups for a two (2) year, (FY '91 & '92) period. Therefore, no new RFPs are planned at this time for community development programs.

In FY '92, ORI hopes to implement the federal "Key State Initiative" program for up to $500,000. for specialized refugee services designed to aid early self-sufficiency. If the Key State Initiative is approved, ORI will proceed with an open and competitive RFP process to distribute funds to various corporations to provide refugee services.

III. POLICY AND PROGRAM ISSUES

A. and B. Program Descriptions, Major Initiatives and Caseload Statistics

1. Refugee Programs

Participants in ORI's targeted refugee programs are recent arrivals to the United States who have fled persecution from their native countries. This determination is made by the federal government on an individual basis. Almost 50,000 refugees have settled in Massachusetts since 1975, more than 8,000 in the last three years alone. Using federal funds, ORI provides financial and medical assistance and a wide variety of social services designed to help refugees become self-sufficient as soon as possible.

In most cases, specific programs are operated by the state agency responsible for similar services to all Massachusetts residents. ORI provides policy guidance, coordination, monitoring and liaison with the federal agencies, as detailed in specific interdepartmental service agreements. In addition, ORI works with many state agencies to assure that newcomers have access to mainstream services.

a. SOCIAL SERVICES GRANT

i) Refugee Education and Employment Program (REEP)
$2,075,000 in federal funds in FY 1991.

The REEP program provides instruction in English as a Second Language (ESL), job placement, vocational training and other employment assistance. It is targeted to refugees receiving cash assistance. Last year, 2060 refugees were served through REEP with 487 placed in jobs with starting wages averaging $7.42 per hour. An additional 249 refugees were enrolled in follow-up job training programs. This program is operated by the Department of Employment and Training.

Caseload Statistics (FY 1990)

Number Served	Total	2,060
	English Training	1,524
	Employment Services	2,060
Area of Origin	Southeast Asia	56%
	Eastern Europe	41%
	Other	4%
Outcomes	Job Placement	487
	Training Placement	249

ii) Community Development Program (Refugee)
$210,000 in federal funds in FY 1991

This program actively supports the development of refugee-run community service organizations, known as Mutual Assistance Associations. These self-help organizations directly assist new arrivals through a wide range of adjustment services including translation, advocacy and counseling. There are now 22 such groups in Massachusetts. ORI supports their initial organizational development, provides technical assistance and workshops on leadership training, resource development and effective management. Critical new projects are funded through competitive grants.

This program is delivered in conjunction with a separately-funded program for similar immigrant-run community organizations. Combined caseload statistics are presented below.

iii) Special Refugee Projects

Approximately $160,000 in federal funds in FY 1991.

These projects stem from federal initiatives for specific subgroups: e.g. refugee women, Amerasian children, and released detainees from Vietnamese "re-education camps". They are supported by federal discretionary funds awarded on a competitive basis.

Caseload Statistics (FY 1991 as of 10/31/90)

Women's Projects	
Health Issues Workshop participants	40
Received information and referral services	17
Received ongoing counseling	50
Received emergency counseling	20
Amerasian Projects	
Children Served	140
Vietnamese Re-education Camp Detainee Project	
Number Served	30

b. TARGETED ASSISTANCE GRANT (TAG)

i) Subgrants for Vocational Skills Training
$434,074 in federal funds in FY 1991.

This is a program of extra federal assistance for vocational training, job placement and other employment services in qualifying counties with large numbers of refugees. Last year 279 participants enrolled in TAG classes and 141 were placed in jobs with starting wages averaging $7.21. Individual programs are operated by the cities of Boston, Chelsea and Lowell and by Middlesex County.

Caseload Statistics (FY 1990)

Number Served	Total	216
	Vocational Training	194
	Employment Services	22
Area of Origin	Southeast Asia	126
	Eastern Europe	89
	Other	1
Outcomes	Job Placement	109

ii) Transitional Education for Refugee Children in Lowell
$500,000 in federal funds in FY 1990, $400,000 in FY 1991.

This funding supports special bilingual programs and ESL instruction for refugee children in the city of Lowell. This program is funded by two federal discretionary grants, one for the 1989-1990 school year, and one for 1990-1991. In order to obtain these grants, ORI worked closely with Lowell to document the city's unique circumstances and critical needs. A similar process is anticipated for FFY 1992.

Caseload Statistics (FY 1990)

Children Served	Total	627
	Bilingual Education	279
	English Training	348

c. CASH AND MEDICAL ASSISTANCE

i) Refugee Cash and Medical Assistance (RCMA)

$11,653,162 in federal reimbursement in FY 1990.

This is a program of transitional cash and medical assistance for newly-resettled refugees. Refugees may be eligible for up to 12 months while they move toward economic independence. Approximately 1,800 adults and children now receive these payments. RCMA is operated by the Department of Public Welfare.

Caseload Statistics (as of 9/30/90)

Number Served	Total	1,844
Area of Origin	Southeast Asia	940
	USSR & Eastern Europe	830
	Other	74

ii) Unaccompanied Refugee Minor Program (URMP)
$1,394,505 in federal funds in FFY 1991.

URMP provides foster care for children and adolescents who arrive in the United States without a parent or an adult relative. There are currently 113 minors in the program. The Unaccompanied Minor program is operated by the Department of Social Services.

Caseload Statistics (as of 9/30/90)

Children Served	Total	113
Area of Origin	Vietnam	94
	Cambodia	17
	Eastern Europe	2

2. Immigrant Programs

In the last four years alone, almost 70,000 immigrants (excluding refugees) have made Massachusetts their home. In fact, it is estimated that one in every ten Massachusetts residents is foreign born. ORI sees these new members of our communities as an important part of its constituency, and their effective resettlement as an important part of our mission.

ORI's funding for immigrant services is extremely limited. Most comes from the Immigration Reform and Control Act of 1986 (IRCA), and can be used only for the approximately 16,000 immigrants who went through IRCA's amnesty program. Some additional services are provided with leftover reimbursement from the Cuban/Haitian entrant programs of the late 1970's and early 1980's.

Resources notwithstanding, ORI seeks to assist immigrants in adjusting to life in Massachusetts, advocate within state government for their needs, and assist them in achieving self sufficiency as quickly as possible.

a. STATE LEGALIZATION IMPACT ASSISTANCE GRANT (AMNESTY RELATED)

$3,400,00 in federal reimbursement estimated in FY 1991

Under the Immigration Reform and Control Act of 1986 (IRCA), certain aliens who have been living in the U.S. illegally may obtain lawful resident status and eventually qualify for citizenship. The Act also appropriated $4 billion for a multi-year program to reimburse part of state and local government costs associated with providing public health assistance, public assistance and educational services to eligible legalized aliens. This program is called the State Legalization Impact Assistance Grant (SLIAG) program. In 1989, authorization was granted to use SLIAG funds for outreach to temporary residents, as well as for an anti-discrimination campaign.

i) Public Health, Public Assistance and Education Programs

SLIAG-reimbursable Public Health programs include: AIDS Prevention, Alcohol and Drug Abuse Prevention, Community Health Centers, Emergency Medical Services Coordination, Environmental Health, Family Health Programs, Health Care Quality, Immunizations, Preventive Dental Health, Sexually Transmitted Disease, and Tuberculosis Control. Reimbursement is based on the ratio of eligible legalized aliens to the general service population for each program: these average approximately .26%.

SLIAG-reimbursable Public Assistance programs include: Medicaid, Healthy Start, General Relief and concomitant medical services, Alcohol and Drug Abuse Treatment, Housing Assistance, Fuel Assistance and the WIC supplemental program. Reimbursement is based on actual users identified in each program. In most cases, this amounts to less than .1% of program clients.

SLIAG also funds a set of adult education programs in ESL and civics, which assist newly legalized aliens in meeting the requirements for permanent residency.

Caseload Statistics (FY 1991):

Applicants for Legalization:	16,000
Public Health program users:	16,000 eligible (.26% of Mass. population)
Public Assistance program users:	Less than 100 per year per program
Education program users:	1,032

ii) Outreach to Temporary Residents

ORI is conducting a multilingual outreach campaign to the 16,000 persons who have applied for or received lawful temporary residency status under the IRCA amnesty. The purpose is to inform them of the requirements for permanent residency and to introduce them to the network of organizations and agencies who can help them. The outreach message is: "If you do nothing, you could lose your legal status."

ORI produces and distributes flyers, public service announcements, news releases, posters, and radio and television advertisements in six different languages, as well as toll-free pre-recorded hot lines that operate 24 hours a day, seven days a week. These lines are available in Cantonese Chinese, English, Haitian Creole, Polish, Portuguese, and Spanish. Callers are briefed about the requirements of "Phase II" of the amnesty program and are given a list of agencies that can help them.

Caseload Statistics (June, 1989 to present)

Hotline calls: 12,835

Portuguese:	4,031
English:	3,100
Spanish:	2,271
Haitian:	1,746
Polish:	1,060
Cantonese:	627

iii) Anti-Discrimination Program

Federal studies have shown widespread employment discrimination against job applicants who may look or sound foreign to employers, as a result of the employer sanctions provisions of IRCA. Recently, states have been authorized to conduct informational campaigns to combat this discrimination, using their SLIAG funds. ORI has received federal approval for its planned campaign, which is just beginning.

The primary target group for the campaign will be Massachusetts employers, who face serious federal fines both for hiring unauthorized workers and for discriminating against authorized workers. In conjunction with legal experts and employer organizations, ORI will develop, produce and disseminate information through publications, training workshops, public meetings, and advertisements in the news media. Toll-free hotlines are also under consideration.

Caseload Statistics

Primary target for campaign: 140,000 Massachusetts employers

b. GENERAL IMMIGRANT PROGRAMS

i) Citizenship Education Program
$180,100 in FY 1991

Of the more that 200,000 immigrants and refugees who have entered Massachusetts since 1975, less than half have become citizens. This program recruits and trains volunteers to assist immigrants and refugees in obtaining naturalization and becoming active citizens. Now in its second year, the program is operated by the Commonwealth Literacy Campaign, as a component of the state's overall adult literacy strategy.

There are eleven providers across the state, and languages spoken by staff include: Portuguese, Khmer, Vietnamese, Chinese, Thai, Spanish, Cambodian, French, Cantonese, and Mandarin.

Caseload Statistics

Year	Agencies	Volunteers	Participants
1990	6	120	180
1991	11	220	400

ii) Community Development Program (Immigrants)
$138,500 in FY 1991

This program actively supports the development of immigrant-run community service organizations. These self-help organizations directly assist new arrivals through a wide range of adjustment services including translation, advocacy and counseling. There are dozens of such groups in Massachusetts. ORI supports their initial organizational development, provides technical assistance and workshops on leadership training, resource development and effective management. Critical new projects are funded through competitive grants.

For FY 1991 and 1992, the priority is to address critical organizational development and strategic planning issues in a period of sharply limited resources. Funds are being provided for core support of competitively-selected agencies, to improve internal capacity and also to develop strategic planning. In conjunction with this initiative, the Boston, Hyams, and Parker Foundations and the United Way of Massachusetts Bay are working with ORI to develop a plan for multi-year funding for participating organizations.

This program is combined with the refugee-organization Community Development Program described above.

Caseload Statistics

Agency	Primary Area Served	Community Served	Size
African International Network	Lowell, statewide	Africans	2.000
Boston Association of New Americans	Brighton	Soviet Jews	3,000
Brazilian Alliance,.Inc.	Somerville	Brazilians	6,000
BROHACO	Brockton	Haitians	5,000
Cambodian American Association of Hampden County	Western Ma	Cambodians	3,000
Cambodian Community of Massachusetts	Greater Boston	Cambodians	10,000
Cambodian MAA of Greater Lowell	Greater Lowell	Cambodians	20,000
Cambridge Haitian American Association	Camb.,So.Shore, Boston	Haitians**	30,000
Cape Verdean Association of New England	Greater Boston	Cape Verdeans	2,600
Centro Las Americas	Worcester	Latinos	13,500
Centro Presente	Cambridge	Central Americans	7,000
Chinese Progressive Association	Chinatown	Chinese	5,000
Dorchester Asian Youth Services	Dorchester	Asian Youth	50
Emerald Isle Immigration Center	Greater Boston	Irish	10,000
Ethiopian Community Mutual Assistance Association	Greater Boston	Ethiopians *	6,500
Ethiopian Family Center	Massachusetts	Ethiopians *	6,500
Laotian American Organization of Greater Lowell	Greater Lowell	Laotian	5,000
League of Haitian Families	Greater Boston	Haitian **	30,000
New North American Citizens Council	Springfield	Latinos	13,804
Polish Social Cultural Association	Greater Boston	Polish	700
South Middlesex Latin Emergency Services	Framingham	Latinos	15,000
Vietnamese American Civic Association	Greater Boston	Vietnamese	20,000
Vietnamese Community Development	Greater Lawrence	Vietnamese	3,000

* Ethiopian estimated population figure is 6,500. Both organizations concur on estimated population size. These figures should not be added together.

** Haitian estimated population figure is 30,000. Both organizations concur on estimated population size. These figures should not be added together.

iii) Information and Referral Program

As ORI became known, calls began pouring into the office with questions ranging from federal immigration status and procedures to employment, housing, cash assistance and education. Individual refugees and immigrants, advocates and providers began to see ORI as an authority on such matters, and the staff needed to respond in a timely and organized way. In addition, the Governor's Office requested ORI's assistance in responding to numerous letters regarding these issues and individual requests for assistance.

In the spring of 1989, ORI centralized its information and referral operation. Callers to ORI's main number are connected with knowledgeable staff people or trained volunteer interns. Detailed records are kept on the nature of the calls and the manner in which they are handled, and follow-up calls are frequently made. ORI staff frequently make referrals about immigration laws to a variety of organizations.

Caseload Statistics (January - November, 1990)

Telephone requests received:	766
Responses to letters to Governor:	50

C. Program Reductions Implemented As A Result of Budget Cuts Since July 1988

Several program reductions have occurred since July 1988. Because ORI's refugee programs are 100% federally funded, these reductions have resulted from federal rather than state cutbacks.

The Refugee Act of 1980 provides for federal reimbursement to states for cash and medical assistance provided to refugees for up to three years after their date of entry into the country. This is designed give refugees an opportunity to learn English and a job skill so they could achieve economic self sufficiency as quickly as possible. The federal reimbursement takes two forms: 1) the state's share of categorical assistance programs (AFDC, Medicaid and SSI); and 2) the entire costs of a special program of cash and medical assistance to refugees who are not eligible for categorical programs (adults without dependent children).

In 1989, the federal Office of Refugee Resettlement (ORR) requested insufficient resources from Congress. As a result, the period of reimbursement for refugee assistance for non-categorical assistance was reduced from 18 months to 12 months. As this funding change did not change the recipients' eligibility for benefits, this change resulted in a loss to the state of $2 million per year. In 1990, ORR again requested too little funding from Congress, and reduced the period of reimbursement for refugees receiving benefits through categorical programs from 24 months to four months, resulting in another $4.7 million per year in benefits costs being shifted to the state. In September, 1990, with only 15 days remaining in the federal year, ORR announced a further $50 million shortfall nationally for FFY 1990. This meant that the federal government completely reneged on its commitment to reimburse categorical assistance. Massachusetts' share of this deficit was yet another $3 million for FFY 1990.

In FFY 1991, refugee admissions will increase by almost 10%, while the federal refugee assistance appropriation rose less than 2%. As a result, we expect to receive no federal reimbursement for categorical programs during FFY 1991. This means a continuing shift of at least $3 million per year in FFY 1991.

The result of these reductions is a cumulative cost shift to Massachusetts of $10 million per year, which shows up primarily as reduced federal revenue for the Department of Public Welfare.

D. Key Problem Areas/Issues Facing ORI

1. Federal refugee funds are not keeping pace with refugee arrivals.

Over the past six years, the annual number of refugee arrivals to Massachusetts has more than doubled, while federal funding for refugee programs has been reduced. As detailed above, reimbursement for assistance benefits has fallen by almost 50% per capita since 1985. For the most part, these reductions have resulted in costs shifting from federal to state budgets.

During the same period, the employment-oriented Social Services and TAG grants have fallen 65% per arrival. This means waiting lists for services and longer stays on welfare for refugees.

The table below shows the trends in refugee arrivals and federal refugee funding to Massachusetts over the last six years.

FEDERAL REFUGEE DOLLARS TO MASSACHUSETTS
1985 TO 1990

FEDERAL FISCAL YEAR	ARRIVALS	CASH AND MEDICAL ASSISTANCE FUNDS (X $1,000)	CMA $ PER ARRIVAL	SOCIAL SERVICE AND TAG FUNDS (X $1,000)	EMP $ PER ARRIVAL
1985	2,836	$14,451	$5,095	$4,815	$1,698
1986	2,337	$16,152	$6,911	$3,370	$1,442
1987	1,482	$15,800	$10,611	$2,560	$1,727
1988	2,816	$14,476	$5,141	$2,837	$1,007
1989	4,033	$17,231	$4,273	$2,943	$705
1990	4,777	$12,552	$2,628	$2,855	$598

2. New refugees are coming from different countries, requiring changes in services.

In 1985, 60% of the newly arriving refugees to Massachusetts were from Cambodia, while less than 3% of the arrivals were from the Soviet Union. In 1990, Cambodians made up only 4% of the state's arrivals, compared to Soviets, who made up 56%.

During the mid 1980's ORI made significant progress toward increasing access to services for refugee clients. State agencies like the Welfare Department, Department of Social Services, and the Department of Employment Security, as well as many state funded community agencies, filled vacant staff positions with bilingual/bicultural workers who could communicate effectively with their new clients. This resulted in better services and fewer errors in eligibility determination because important information didn't get "lost in the translation."

Recently, large numbers of Russian speaking refugees have begun arriving into a state with little or no capacity to serve them effectively. Because these refugees are arriving at a time of reductions in state services, we have not been able to develop the capacity to provide services to them in their native language, even though that service model has been demonstrated as efficient and cost effective.

3. Federal immigration law keeps creating new immigration statuses, with differing eligibility restrictions on services.

In the past couple of years, the federal government has created a number of new immigration statuses, each with its own restrictions on services. For example, many Russians and Vietnamese are being admitted as "public interest parolees", which means they are almost like refugees, but are ineligible for federally-funded refugee services. The 1990 Immigration Act created two new statuses, one for Salvadorans, and another for spouses and children of amnesty recipients. Frequently, a single family will have members with different immigration statuses.

Some of these statuses allow work authorization, while others do not. Still others have waiting periods. Some of these allow for access to federally-funded assistance or training, while others are barred for various periods. It is never clearly understood by the family why some members can receive training or go to work while others cannot. In these cases, it becomes most difficult to help the family become self sufficient.

4. The lack of state programs for immigrants retards their progress toward self sufficiency and promotes welfare dependence.

The number of newcomers in Massachusetts is increasing each year. The Commonwealth has been very innovative in efforts to give our new residents access to our mainstream services, though much remains to be done. However, since the demise of the Gateway Cities program, there are no significant state programs targeted to the special needs of immigrants.

There are specific federal programs to help immigrants with refugee status to learn English, develop a job skill and find work, as well as to receive health screenings and follow-up care, mental health services and community development assistance. These programs all directly contribute to the speed with which individuals can establish themselves as productive, contributing members of our society.

There are no such programs for other classes of immigrants, most of whom have similar needs for English classes and access to human services and job training. This is particularly important as the "mixed-status family" becomes more common. A modest state effort to provide targeted funds for immigrant programs such as adult English classes, job training and access to preventive health care would result in significant improvements in productivity of the under-employed, and would increase the efficient use of resources like emergency rooms.

IV. FUTURE AGENDA ITEMS

A. Key State Initiative

This is a special federal initiative for states which have been most severely impacted by refugee arrivals. It provides an opportunity to implement innovative programs to increase employment and reduce welfare dependency among targeted refugee populations in selected communities or regions. By participating in this program, Massachusetts has the opportunity to bring up to $1,500,000 additional federal refugee dollars into the state over the next three years. HHS has given us a verbal commitment of $500,000 for state FY 1992, subject to the development of an acceptable program plan. ORI plans to develop two projects with Key State funds. One will be in Western Massachusetts, while the other will be in Greater Boston.

B. Homelessness

Homeless shelters, particularly in Greater Boston, are reporting a disturbing rise in the number of homeless persons who are refugees or immigrants. The shelters are not prepared to handle non-English-speaking guests, nor are they familiar with the newcomer service system. ORI is working to bring the newcomer network into closer contact with the homeless service organizations. However, shelters need some resources to hire appropriate staff.

C. Interpreter Services

The most basic service need is the provision of interpreters for emergency services, such as police and fire departments, as well as emergency rooms. One possibility is to establish a system whereby smaller municipalities can access a telephone interpreter service, as the City of Boston does. This could be studied as a part of the Enhanced 911 system.

ORI could assist in assessing the value of such a service. We can also help in developing other interpreter services for state agencies, by establishing standards for medical and legal interpreters, by certifying such interpreters, and by administering a state blanket contract which all agencies could use. This would be much less expensive than the current practice of having each agency develop its own network of interpreters and translators.

D. Information Function

As immigration regulations and service eligibilities become increasingly complex, there is a growing need for useful information for state agencies, employers and the public. Yet ORI's federal funds restrict the categories of immigrants which we can seek to inform. A small amount of state funds could be used in conjunction with our federal funds, to allow ORI to provide overall information to funds in conjunction with our existing information functions.

V. APPENDICES OF USEFUL REFERENCE MATERIAL

A. State Plan for Refugee Resettlement, 1990

B. Executive Orders #229, 257 and 265

C. 1990 Report of the Governor's Advisory Council for Refugees & Immigrants

D. Through The Golden Door: Impacts of Non-Citizens on the Commonwealth